



Next Steps

*A report on the status
of education reform in
Kentucky and a vision
for the future*

February 2003

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Dear Fellow Kentuckians:

Education improvement has been a personal commitment of mine to the people of Kentucky and a top priority of my administration. We know education is the gateway to economic prosperity and an improved quality of life for all citizens in Kentucky. Today it faces a critical crossroad. The path we take from this day forward will affect the life of every Kentuckian for years to come and we must make sure it is the right one. We have come a long way on this journey to provide all Kentuckians with an education that will allow them to achieve their dreams. But we cannot – must not – stop now.

It has been the responsibility of this administration to not only be the guardian of KERA but to build upon that legacy. And we have done that with the passage of the Postsecondary Education Reform Act, Early Childhood Act and the Adult Education and Literacy Act. In the summer of 2002 I convened an education summit attended by over 300 stakeholders from across the Commonwealth. Our purpose in gathering was to assess our progress in education reform and refocus our efforts for the future. Following the summit, at my request, five roundtables were convened comprised of educators, legislators and other concerned citizens to review Kentucky's educational system on all levels and report back to me.

This report provides a snapshot of our successes in education reform and the current status of significant segments of KERA and other major education initiatives. It reflects the dedicated and painstaking work of these groups and presents recommendations for our "next steps" to ensure continued progress in education.

There are some tough decisions to be made and some compelling questions that must be addressed. Corporate support for state government has not kept pace with the overall growth of the General Fund. However, the business community's use of public services like education, infrastructure, and public protection has increased. The business community needs to increase its support for state government. Without the support of Kentucky businesses, the inevitable cuts in education will affect the quality of their workforce in the years ahead.

Education improvement is not static – it is a dynamic process that continually must be fueled by new ideas and bold action. I feel confident that the people of Kentucky will continue to invest their time, energy and resources in education in order to provide all Kentuckians with an improved quality of life and higher standard of living. We know Education Pays.

Sincerely,

Paul E. Patton



AN EQUAL OPPORTUNITY EMPLOYER M/F/D

Executive Summary

The educational reform initiative in Kentucky is nationally recognized as the most comprehensive and far-reaching education package ever envisioned by a state. This bold and complex effort has been sustained for over a decade and reinforced by subsequent reform at all levels including early childhood, adult education and literacy, and postsecondary education. What's more, it is working! This report provides a brief overview of the successes in education reform from pre-school through postsecondary and adult education and offers "next-steps" to keep Kentucky on course for the future.

Governor Paul E. Patton took office just as the reaction to the unprecedented changes required by the Kentucky Education Reform Act (KERA) was reaching its crescendo. The administration and bipartisan leadership in each chamber made the necessary adjustments, and secured KERA as the nation's most comprehensive and successful reform of elementary and secondary education. Turning around such a fundamental system as education is, at best, slow; but, after twelve tumultuous years, the results are undeniable.

By every gauge available, Kentucky schools, on all levels, are much better than they were twelve years ago; and they continue to improve. Kentucky received high grades for improving teacher quality and holding schools accountable to clear standards in Education Week's 2003 "Quality Counts," the magazine's annual analysis of state P-12 education programs. Kentucky students now perform above the national average in math, science, and language arts. The pre-school program has shown a steady increase in enrolled children from 14,901 in 1994-95 to 17,697 in 2002-03, a 16% increase. Enrollment in adult education programs in Kentucky has increased from 51,177 in 1999-2000 to 86,413 in 2001-2002. Since 1998, enrollment in the Kentucky Community and Technical College System (KCTCS) has increased by nearly 21,000 students – a 45.8% increase. More than 7,000 high school students are earning KCTCS college credit, up 46 percent from last year. Enrollment in Kentucky's public colleges and universities has increased by over 31,500 students since 1998.

In the summer of 2002, Governor Patton, convened the first ever Governor's Education Summit. The summit brought together over 300 Kentuckians representing a broad base of education



KDE Photo by Rick McComb

stakeholders to reflect upon and celebrate the successes of KERA and rekindle and refocus efforts for continued commitment to education reform. As a follow up to the summit, five roundtable discussions were held in the fall to allow for topic specific dialogue and discussion. The Roundtables provided participants an opportunity to review the achievements to date and probe new and unique avenues to address problems and suggest policy initiatives to sustain the momentum well beyond the initial target year of 2014. Existing research-based reports on Kentucky's education reform efforts at all levels were also utilized in developing this report. Specific references are provided at the end of each section.

Education Begins Here - Infrastructure

Education needs a strong foundation that cuts across all levels: educator quality, public involvement in the education process, technology and finances. Education cannot be viewed in parts – but rather must be viewed as a continuing spectrum that encompasses early childhood through adult education and continuous learning by all citizens. The state P-16 Council encompasses the entire education pathway and needs to be codified and strengthened to give weight to collaborative, across the board recommendations.

Effective schools and high achieving students are directly related to the quality of educators and the effectiveness of those in leadership positions. Kentucky has initiated several measures to enhance teacher quality and strengthen leadership. These are addressed in the section on educator quality.

Teachers in Kentucky have more professional development opportunities than teachers in most other states and have significant control over their training options. However, findings by the Kentucky Institute of Educational Research (KERA Report 2000) showed that the system is heavily dependent upon local professional development capacity, and is not linked in a significant manner with student achievement. An overall assessment of

current professional development offerings needs to be made to determine their relevancy and effectiveness.

In crafting education reform, the decision was made to make the school the unit of accountability and create school-based decision making (SBDM) councils. The SBDM council became the instrument to carry out this task and has been a positive force in moving education reform forward. However, questions remain about parental involvement and the role and responsibility of council members.

Not to be overlooked is the importance of technology and its use in and by the educational system. Kentucky boasts the first-in-the-nation state owned and operated Virtual High School and has established a statewide Virtual Library: two examples of how technology has improved Kentucky schools. One of the more innovative aspects of KERA was the establishment of the Kentucky Education Technology System (KETS). Unfortunately, in a program where continuing progress is essential, funding for education technology has suffered and is well below the \$35 million annual level recommended by the 2001 – 2006 KETS Master Plan.

The centerpiece of KERA was an entirely new system of funding elementary and secondary education. With the creation of the Support Education Excellence in Kentucky (SEEK) in 1990, the old school finance system with its dependence on local property wealth was replaced with a new system based on equalizing the financial resources behind each student regardless of where the student lives. While SEEK has been largely successful in creating equity among all school districts the question of adequacy remains a topic on the front burner. To honor the commitments of 1990 for equitable and adequate funding of K-12 education, additional funding is needed in the current biennium.

Growth and Development

The Kentucky Preschool Program has emerged as one of the major success stories of education reform. The program serves low-income 4 year olds and disabled 3 and 4 year olds by providing a high quality early childhood experience. At-risk children are making significant developmental progress as a result of their participation in the program. Although the total dollars allocated to this program over time have increased, the number of children served has increased at a faster rate resulting in a declining funding base.

While the Pre-School Program has been

exemplary, the Primary Program has languished. Developed to restructure the learning environment for kindergarten through third grade by introducing the concept of “continuous progress” it mandates a non-graded primary program to address the different needs and learning styles of all children. Over the past decade this bold new program has not been fully implemented with respect to state mandates and its implementation has been hampered by the lack of clear linkages to the total reform package.

Family Resource and Youth Service Centers (FRYSC's) established in 1990, are designed to enhance students' abilities to succeed in school by developing and sustaining partnerships that promote early learning and successful transition into school, academic achievement and well-being, and graduation and transition to adult life. This is accomplished through the identification, coordination, and utilization of community resources on the local level.

Research indicates all children do not learn at the same rate. The goals of the Extended School Services Program (ESS) are to support at-risk students and prevent student failure by allowing them to perform successfully in their academic endeavors. These goals make it possible for students to receive additional instruction in whatever form it may take to help them achieve academically. Reports indicate that this additional time is beneficial to the vast majority of students who participate in ESS. As the same time, there are expressed concerns that not all students in need of these services are able to participate in the ESS program due to scheduling, transportation, or other factors.

Kentucky has moved from a mantra of “every child will learn” to one of “every child will graduate.” Not surprisingly, one of the most widely discussed topics at the education round tables which followed the 2002 Education Summit was the status of Kentucky's high schools. A more demanding secondary school curriculum, along with a wide array of options for obtaining the high school diploma, is needed to enable students to enter post secondary education or the workforce confident that they have the knowledge and skills needed. The “college-preparatory-like” curriculum must become the default curriculum at our high schools.

Secondary Career and Technical Education (CTE) in Kentucky is a viable and successful system with over 23,000 secondary students enrolled in Department of Technical Education schools annually. This component of the education system is making great strides to ensure that Kentucky's youth are prepared for success in the workplace

and beyond.

The assumption that “every child will graduate” stretches beyond high school and into adult education, which not only seeks to raise literacy levels and increase the number of Kentuckians with a high school diploma or GED, but also seeks to provide adults with the resources and opportunities to “go higher.” In 2000 the Kentucky General Assembly enacted Senate Bill 1 to reform the adult education infrastructure in Kentucky. Kentucky is the only state where adult education policy is overseen by postsecondary education and workforce development.

Ensuring Progress

Kentucky’s education reform must continue to move forward. Long before the passage of the Federal No Child Left Behind Act, Kentucky had declared that ‘all children can learn’ and had put into place the mechanisms to make this a reality. With the addition of legislation to reform postsecondary education and adult education and literacy, Kentucky has declared its belief that ‘all people can learn’ and become better prepared to participate in the knowledge-based global economy.

Kentucky’s school standards are among the highest and its accountability program has been copied by state after state. For the second year in a row, Education Weekly’s annual report gave Kentucky a grade of “A” for standards and accountability.

For the Commonwealth to be a full participant in the knowledge-based economy, it must continue to improve and enhance its postsecondary system. Especially important to education is the need to better align teacher preparation programs with how teachers can be effective in the classroom.

Education in Kentucky is at a critical crossroads. Significant progress has been made across the board to raise the Commonwealth’s educational standards and position Kentucky’s citizens for competitiveness in the economy of the 21st century. But Kentucky is not alone in this endeavor. Other states are also making rapid progress – some more rapidly than Kentucky. It is critical that the momentum of the reform effort of the 1990’s not only be sustained, but accelerated, if Kentucky is to compete in the new economy and be successful in raising the standard of living and quality of life for its citizens. This report makes specific suggestions in many areas and presents compelling questions that must be answered before moving forward. The bold vision and relentless commitment that has been the mainstay of education reform in Kentucky must

not be allowed to diminish. Any retreat in the commitment to education reform will halt the economic progress of the Commonwealth – something neither desirable nor acceptable.

Top Priorities

The need for new resources, in addition to normal, planned budgetary increases, to meet the goals of KERA is clear. To keep Kentucky firmly on course for education improvement the addition of approximately \$420 million is needed in the current biennium. Further increases over the next three biennia in excess of \$300 million would also be necessary to meet our commitments and ensure an adequate level of funding for elementary and secondary education programs. The \$420 million breaks down as follows:

- To honor the commitments of 1990 for adequate and equitable funding of K-12 education \$300 million needs to be added to the SEEK program in the current biennium followed by yearly increases to the SEEK base equal to the change in CPI + 1%.
- To ensure that Kentucky’s students and teachers are “on a level playing field” with other states, the number of instructional days in the school year should be increased from 175 to 180 by FY 2005-06 at an approximate cost of \$13 million for each additional day.
- The addition of \$50 million in FY 2004 and \$50 million additional each subsequent year thru FY 2009 is necessary to raise teacher salaries to a level that meets or exceeds the national average by 2010 and insure that Kentucky attracts and retains the very best educators.
- The Commonwealth should increase the per child appropriation for the preschool program by \$10 million during the current biennium.
- All-day kindergarten should be fully funded by providing \$20 million additional per year for 4 years beginning with FY 2003-04.
- To meet the goals set for adult education an additional \$5 million is needed in the current biennium.
- To meet the \$35 million annual funding level set by the 2001-2006 KETS Master Plan the current level should be increased by \$20 million.
- To ensure a seamless system of education across the Commonwealth The State P-16 Council should be codified and funding of \$300,000 per year for the next two years should be allocated for the development of additional local P-16 councils.

Education Starts Here - Infrastructure

P-16 Council

In reality, educational reform does not have a sharply defined beginning or ending point but rather is an evolutionary process. The Kentucky Education Reform Act (KERA) of 1990 was the first step in a decade-long program of education and economic development in Kentucky. KERA was followed by the Postsecondary Education Improvement Act of 1997 (HB 1), the Adult Education and Literacy Act (SB1) of 2000, and the Kentucky Innovation Act (HB 572) of 2000, which was revised in 2002. KERA should now be seen within this larger legislative framework and as an evolving process that will not simply end in 2014 but continue as part of the education and economic development culture of the Commonwealth.

Success

The state P-16 Council was created in 1999 to ensure a seamless system of statewide education from pre-school through post-secondary. It links the goals KERA set for P-12 education to success in the workplace or at the postsecondary level. Another impetus for the creation of the P-16 council includes

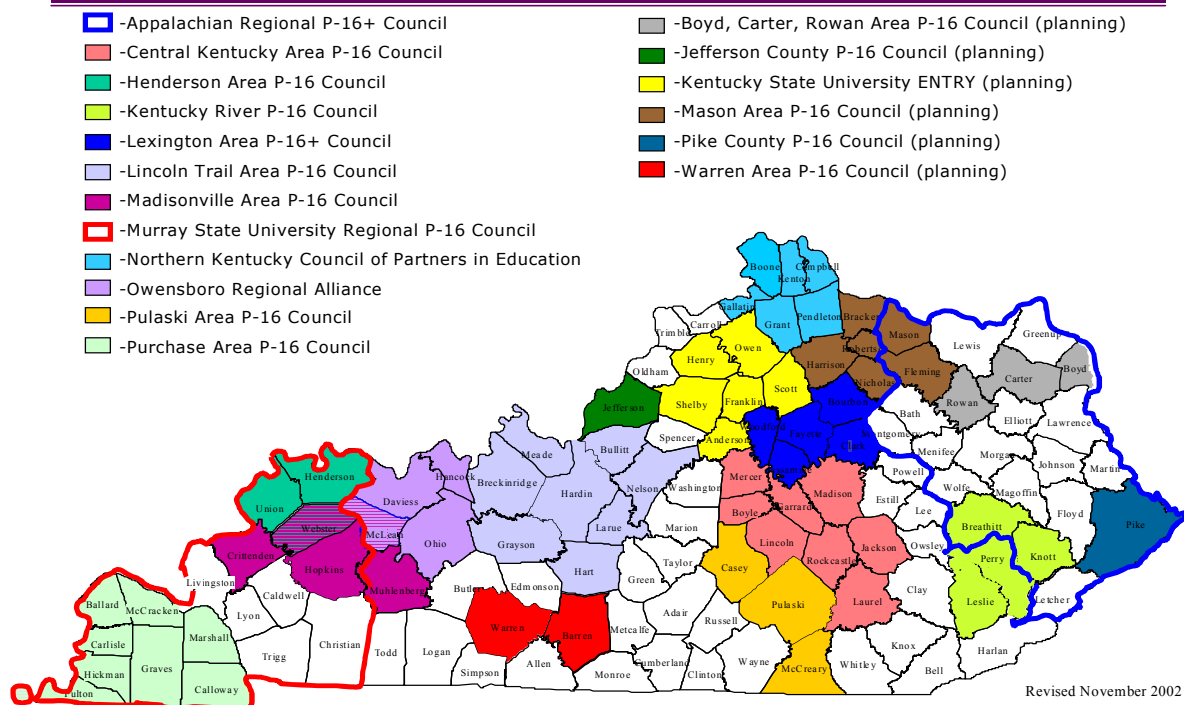
alignment of teacher education and professional development in higher education with the job requirements and expectations in Kentucky's elementary and secondary schools. The existing state P-16 Council, a voluntary partnership, has effectively worked to integrate policies that advance KERA within this comprehensive framework.

One of the first tasks of the Council was to convene K-12 teachers and postsecondary faculty to define college-readiness and develop methods to eliminate the need for college remediation in English and mathematics.

Since these alignment teams began, the Council is examining what changes are needed in the high school program to ensure all high school students are prepared for college and work.

To further this goal, the P-16 Council is overseeing Kentucky's participation in the American Diploma Project (ADP), a national effort bringing P-12 and postsecondary educators together with business, labor, and political leaders to align high school graduation requirements and assessments

Kentucky Local P-16 Council Development



Kentucky needs to develop a coherent, statewide education policy linked to economic development and the well-being of Kentucky's citizens.

with college admission standards and employer requirements. Colleges and employers are committed to using the high school diploma in more meaningful ways in making admission, placement, and employment decisions. The policy changes that will be required for Kentucky's implementation of the ADP will involve member agencies of the P-16 Council.

Current Status

Kentucky's P-16 coordination is voluntary and has no formal legislative authority or responsibility. Its membership comprises representation from the Council on Postsecondary Education (CPE), including its president, the Kentucky Board of Education (KBE) including the Commissioner of the Department, the Education Professional Standards Board (EPSB) including its executive director, and the executive branch heads of early childhood and adult education/workforce development.

There are 12 local or regional P-16 councils currently operating statewide involving more than 50 of Kentucky's counties. Most were started with a grant from the CPE and Adult Education. New councils continue to apply, and the state council is working with the local councils to develop an effective mechanism to coordinate the state and local goals for a seamless system of education from pre-school through college.

The State P-16 Council's current structure limits its ability to build political support for comprehensive education reform and effect the changes needed to create a seamless system of education in Kentucky. For example, the Council has clearly identified the changes needed to align standards and ensure a high school diploma prepares students for work and college. Implementing these changes will require significant policy actions by the boards governing P-12 and postsecondary education. Ensuring this occurs will be difficult for a voluntary body.

Next Steps

A legislatively created P-16 Commission to include legislative, executive and education representation (early childhood through adult) will help it make the policy changes. Kentucky needs to develop a coherent, statewide education policy linked to economic development and the well-being of

Kentucky's citizens. The Commission's goal will be to create a seamless system of education, from early childhood through postsecondary by advising state policy makers on the preparation of educators, the alignment of competency standards, and the elimination of barriers impeding student transition from preschool through the educational system.

The formation of a small work team which includes representation from the legislative and executive branch, including majority and minority leadership, the leadership of each chamber's education sub-committee, Kentucky Department of Education (KDE), Workforce Development Cabinet (WFD), the State Board of Education (KBE), Council on Postsecondary Education (CPE) and the Educational Professional Standards Board (EPSB), is recommended to design and recommend the new P-16 Commission structure by July 1, 2003. Once codified the organization should identify and define the work of a P-16 Commission staff (designated from staff members of participating agencies and branches) to conduct studies on education policy issues of concern to the Commission and to make recommendations that carry weight to the KBE, CPE, EPSB, and other policy-making entities in the Commonwealth. The Cabinet for Education, Arts and the Humanities (EA&H) is one suggested agency in which to house the State P-16 Commission.

It is equally important to continue support for development of local P-16 councils to sustain momentum for education reform in Kentucky and

The Kentucky Early Mathematics Testing Program, administered by Northern Kentucky University and the University of Kentucky, grew out of the work of the Northern Kentucky Council of Partners in Education, a local P-16 council encompassing Boone, Kenton, Campbell, Grant, Pendleton, and Gallatin Counties. High school sophomores and juniors are encouraged to take this test, which assesses their preparation for college-level mathematics and provides feedback on areas of strength and weakness and the cost of possible remediation. After offering this voluntary diagnostic test free of charge to local students, the program went on-line statewide. Of approximately 90,000 Kentucky high school sophomores and juniors, 8,173 from 72 high schools and 42 counties were tested during the 2001-2002 academic year, compared with 3,010 students from 29 high schools and 18 counties the previous year.

continue to drive reform to the local level. Through the P-16 Challenge Grant Program funds will be used to reward partnerships among postsecondary institutions, P-12 schools and communities which better prepare students for, and enroll students in, postsecondary education. The funds will be allocated based on performance measured against goals. The local P-16 councils, coupled with the School-Based Decision Making (SBDM) boards, can encourage communities to take action to revise incentive structures, set clear, high standards for what is expected from all K-12 and college students, align high school exit standards with college admission requirements, coordinate at the local level the various education reform efforts taking place at the state level.

Local councils also link early childhood and adult education work in the counties to P-12 and postsecondary resources leveraging resources to ensure all Kentuckians receive the education they deserve. The cost of implementing the above recommendations is estimated to be \$300,000 per year for two years to fund councils through the P-16 Challenge Grant Program. To be eligible for grants, regions must have P-16 councils and establish goals

The Owensboro Regional Alliance, covering Daviess, McLean, Ohio, and Hancock Counties, has developed a Middle College High School through its Discover College program. Juniors and seniors in nine participating high schools are able to improve their college readiness, earn up to a year's free college credit in 27 areas of study at Owensboro Community and Technical College, and prepare for technical careers.

for improving student preparation and postsecondary enrollment. Several states which have implemented P-16 Councils have received federal financial support and it would be expected that Kentucky would also secure federal funding to help support this program.¹

Research P-16 initiatives information from other states. i.e., MD, CA, GA, NY, NC, OK, OR, RI, SC, TX, VT, indicate all receive/ utilize federal dollars to help support this activity. Kentucky's P-16 effort already has brought several significant grants to the state such as the \$10.5 million GEAR UP Kentucky grant matched with \$10.5 million in local funds to improve poor schools and held 20,000 low-income middle school students go to college.

For additional information please refer to the following

Education Commission of the States <http://www.ecs.org/>
The Education Trust <http://www.edtrust.org/main/main/index.asp>



KDE Photo by Rick McComb

Educator Quality

No ambitious plan to reform schools can succeed while ignoring the need to improve teaching and to address the needs of teachers.

Raising Our Sights,
National Commission on the High School Senior Year

The link between teacher quality and student achievement is a strong one. Good teaching does matter. Not surprisingly, teacher quality emerged as an issue during every Roundtable. Effective schools and high achieving students are directly related to the quality of teachers and effective leadership – good teachers need good principals, good principals need good superintendents and good superintendents need good school boards.

Teacher Quality

Kentucky has established several programs designed to improve and enhance the overall quality of the Commonwealth's teachers. Kentucky received high grades for improving teacher quality and holding schools accountable to clear standards in Education Week's January 2003 "Quality Counts," the magazine's annual analysis of state P-12 education programs. Only South Carolina outranked Kentucky in the "Improving Teacher Quality" category. Clearly, Kentucky has made dramatic progress in assessing and improving teacher quality throughout the state.

The state has passed legislation over 8 years to:

- create an alternative route to certification for college faculty;
- create an alternative route to teacher certification based on exceptional work experience;
- mandate that all teachers and principals complete a year-long internship with a trained mentor before earning a certificate; and
- provide an alternative route to teacher certification for veterans of the Armed Forces.

In partnership with the Kentucky Virtual University (KYVU), the Educational Professional Standards Board (EPSB) has launched www.Kyeducators.org, an online resource where teachers can receive high quality professional development, take tests for additional certifications,

Clearly, Kentucky has made dramatic progress in assessing and improving teacher quality throughout the state.



KDE Photo by Rick McComb

and learn what opportunities and requirements exist for current and prospective teachers.

Financial incentives are provided to Kentucky teachers pursuing National Board for Professional Teaching Standards certification and the National Board Certified teachers who serve as mentors. Kentucky is the only state that bars out-of-field teaching, and is one of only five states that provides information about teacher credentials on a Web site.

Kentucky's attrition rate of 24% of teachers leaving the field within five years is among the lowest in the nation and is consistent with other white collar professionals leaving their field (lawyers, engineers, etc.) The national attrition rate for teachers is 40%. Modest gains have also been made in the recruitment and retention of qualified minority educators. KDE is partnering with Phi Delta Kappa to develop Future Educators of America (FEA) Clubs in both high school and middle school to encourage students to explore teaching as a career. In some areas, universities are offering introductory college classes in education to high school students for college credit.

Initially created in 1990, the EPSB became a separate governing unit within KDE in 1998 for teacher education, certification and revocation of certificates. The EPSB was linked to the KDE Office of Teacher Education and Certification until Governor Patton separated it from the KDE in 2000

Current Status

and made it accountable directly to the Office of the Governor. The EPSB is in the process of “benchmarking” each of the New Teacher Standards for institutional evaluation purposes.

The infrastructures supporting teacher preparation, the quality of teacher preparation programs and the possibility of future shortages are issues that have come to the forefront. Any discussion of teacher quality should also include those individuals who teach adult education and who must be held to high standards equivalent to secondary education teachers.

Kentucky is ahead of other states in having in place the necessary data systems to track teacher quality information. The new data system (MAX) will include data from EPSB, KDE and CPE. What will be measured, and how, is currently being addressed. Indicators are being established to monitor the effectiveness of programs put into place to enhance teacher quality.

Leadership

Research confirms what most parents, educators, and business leaders already know – effective school leadership is a critical element in developing schools that significantly improve student achievement. Instructional leadership, not just by the principal but by the superintendent, members of the board of education, central office administrators, and members of the school-based decision making council is essential in shifting school activities toward and into instructional improvements that result in increased student achievement.

There have been a number of initiatives to improve the quality of leadership in Kentucky schools since passage of the reforms in 1990. Principals complete the year-long Kentucky Principals Internship Program during their first year on the job, superintendents must complete New Superintendent’s Training and Assessment Program within one year of employment, school board members are required to obtain twelve (12) hours of professional development each year, and new members of school-based decision making councils must be trained prior to serving on a council. Universities have strengthened preparation programs and efforts to bring high quality individuals into leadership development programs have been improved. Professional organizations offer a multitude of professional development activities.

Even with improvements, many districts are experiencing difficulty in filling leadership posi-

tions. The principalship is becoming especially difficult to fill and the pool of candidates for these positions is diminishing. Some changes are needed.

Principals and school-based decision making council members need to have a vision for the school; superintendents, central office staff and members of the board of education must have a vision for the entire district.

Current Status

It appears there is a disconnect in the training/professional development for all leadership groups. A central point of coordination is frequently absent. Principals and school-based decision making council members need to have a vision for the school; superintendents, central office staff and members of the board of education must have a vision for the entire district. All must to come together in the vision for education improvement for all children in the district.

Eastern Kentucky University has proposed establishing a School Leadership Center as a means of identifying, preparing and supporting outstanding individuals to become successful educational leaders and to provide additional support and professional development to those already employed. The primary goal of this center would be to improve teaching and learning by increasing the quality and quantity of our leaders.

The administration fully supports the establishment of this center. Details are still to be finalized but there has been considerable work by the Governor’s staff, the KDE, Eastern Kentucky University (EKU), and the EPSB. The center will be operational by July 1, 2003 and will provide and coordinate leadership activities for all entities by July 2, 2004.

Professional Development

A teacher’s expertise affects student learning. Teachers’ effectiveness depends on what teachers understand about the material at hand and about the discipline more broadly. (Teaching for High Standards: National Education Goals Panel 1997) On-going professional development is a necessary and critical component in the development of teacher quality and effectiveness.

There have been three overlapping phases of professional development in Kentucky. The first focused on how to implement KERA structurally and programmatically. The second phase high-

Success

Success

lighted the development of core content standards to assist educators with assessment and accountability. Professional development, now in its third phase, is addressing educators' knowledge of content and curriculum, in keeping with the 21st century expectations of educators. The 1998

Southern Regional Education Board (SREB) status report data supported the fact that preparation and professional development needed to focus more on subject matter and content and how to teach it.

The groundwork for a significantly strengthened professional development system in Kentucky was laid early in the reform era. The Legislature followed through on their commitment to professional development by (initially) expanding funding from about \$1 per student in average daily attendance (ADA) to about \$23 per student. The current allotment for professional development is \$15M placing Kentucky in the top 10% among all states.

The Regional Service Center (RSC) staffs were initially recruited to assist with implementation of KERA strands and negotiate professional development opportunities between schools and providers. Currently, RSC staff members are sources of professional development information and training in their academic disciplines and target their services to schools with the highest needs and greatest academic deficiencies.

Current Status

Additional efforts to strengthen professional development have been undertaken. For example, the Kentucky Science and Technology Council (KSTC) and several universities collaborated to obtain support from the National Science Foundation (NSF) for a statewide professional development initiative in math and science. KDE developed the Kentucky Leadership Academy to provide training for teachers.

CPE has restructured the professional development programs it funds, using federal funds to promote innovative multi-university programs to improve teaching of math, science, and foreign language as well as leadership.

Professional development seems to reflect the wants and needs of teachers but is often disconnected to what is offered and what a teacher can take back to the classroom and use to improve student learning. Teachers in Kentucky have more professional development opportunities and more control over these activities than teachers in most other states but, according to some, lack time to pursue them. There still are few opportunities for

Education Starts Here - Infrastructure

Teachers ages 22 to 28 earned an average \$7,894 less per year than other college-educated adults of the same age in 1998. The gap is three times greater for teachers 44-50, who earned \$23,655 less than their counterparts in other occupations.
Education Week "Who Should Teach" 2000

subject-focused professional development, which is seen as a critical element of teacher effectiveness. Few teachers have yet to participate in study groups, teacher networks, summer institutes and other innovative learning experiences. Five days of professional development are currently included in the 185 day professional calendar. There is considerable sentiment to provide additional professional development days. However, rather than adding additional professional development days to the school calendar, an overall assessment should first be made of current offerings to insure they are research-based and offer what is needed to improve student learning and that teachers are participating in professional development that truly improves their teaching ability.

The P-16 Council, in collaboration with the EPSB, can play a vital role in professional development.

Compensation

Teacher compensation and teacher quality are directly related. Research shows that salaries affect the decision to enter teaching and the length of the teaching career. (Murnane, Olsen 1990). Not only are higher salaries associated with better-qualified teachers (Ferguson 1991; Figlio 1997, 2002) but salaries also affect student performance (Sanders 1993; Leob, Page 2002). Teachers care a great deal about working conditions, the characteristics of the students they serve, the administrative support they receive, and safety. Even so, compensation is an extremely important tool in recruiting and retaining high quality individuals in the profession.

In 1990, Kentucky ranked 38th nationally in average teacher salary. The average salary was 84% of the national average. Significant increases in salary occurred in the early years of reform and by 1994 Kentucky had climbed to 27th in average salary, or 87.8% of the national average. By 2002 Kentucky again ranked 38th nationally. For 2003, the average classroom teacher's salary

Success

is expected to rise to slightly more than \$38,850.

Kentucky's national ranking will, however, not change.

Current Status

In 2003, the projected average teacher's salary for the sixteen (16) states that compose the Southern Regional Education Board (SREB) is \$39,987. Kentucky's projected average ranks 11th. According to Education Week's "Quality Counts 2003" report, the average teacher salary in Kentucky, adjusted for cost of living, dropped from \$41,000 in 2000 to \$40,299 in 2001. There is currently no opportunity for teachers to move ahead on the pay scale other than educational attainment and years of service or achieving National Board Certification.

Many Kentucky school districts must compete with surrounding states for the services of top-quality teachers. Of the seven (7) surrounding states, only Missouri and West Virginia have average salaries lower than Kentucky. The average salary in Indiana and Ohio exceeds Kentucky's by almost \$6,000. In Illinois, the difference is approximately \$11,000. Kentucky has developed standards for student achievement that are among the most rigorous in the nation. Compensation for the individuals responsible for moving students to these high standards has not been adjusted accordingly.

In 1990 the General Assembly mandated that the Kentucky Board of Education (KBE) develop a new compensation system for certified staff. This was not immediately accomplished, the timeframe was extended and the legislative mandate was subsequently removed. HB Bill 260 (2002 GA)

Kentucky has developed standards for student achievement that are among the most rigorous in the nation. Compensation for the individuals responsible for moving students to these high standards has not been adjusted accordingly.

refocused attention on alternative compensation systems and could possibly move the state forward in this area. The legislation provided an opportunity for five (5) school districts to pilot alternative compensation systems during the 2003-2004 biennium but the program has not yet been funded. In selecting districts to pilot alternative compensation systems, KBE should ensure that pilot programs reflect to some degree the quality research in this area that has been conducted nationally in the past decade. While limited data will be available to present to the 2004 General Assembly, KBE should be aggressive in pursuing this initiative and present

to the 2004 General Assembly plans for moving multiple districts, and ultimately the entire state, to develop compensation systems that in some manner tie compensation to multiple factors. In addition, there must be a continual effort to avoid defining compensation as salary; retirement programs, health insurance, and other fringe benefits offered

staff are an integral part of any compensation system and must receive the same level of consideration as the salary component.

Next Steps

It is necessary for Kentucky to move compensation to a level that will attract and retain the absolutely best individuals in the teaching profession at all levels. This can only be accomplished by providing considerable increases in the total compensation package for education professionals. Kentucky's immediate goal should be to exceed the SREB average by 2004-2005.

Beginning in FY 2004, and continuing through FY 2009, \$50 million should be added annually for teacher salaries so the average for Kentucky's teachers will meet or exceed the national average by 2010. (These funds are in addition to the cost-of-living adjustment increase provided each year.)

Kentucky must continue and enhance recruitment programs for teachers among middle and high school students to create a broader interest in the profession especially among minorities. Because many of Kentucky's school-age children come from single-parent families and lack a male adult role model, a more concentrated effort must be made to attract males to teaching elementary school children. The Future Educators of America Clubs provide one avenue for teacher recruitment across the board.

It is essential that Kentucky's educational system, like all state agencies, take aggressive action to address the health care crisis in the Commonwealth. Certified and classified staff will not continue to function in a highly efficient and effective manner if health insurance continues to take a disproportional portion of their salary.

Innovative ways of compensating teachers for the time spent in professional development activities need to be developed. Professional development needs to shift its emphasis from curriculum alignment and test preparation to subject matter and teacher's content knowledge.

Funding for model teacher programs being developed through the Education Professional Standards Board needs to be preserved. Likewise local P-16 efforts must be funded to continue support for closer partnerships between college teacher



KDE Photo by Rick McComb

education programs and local schools.

Programs for adult educators must be better integrated with other teacher education programs to ensure high quality programs for adult learners.

Next Questions

Can Kentucky maintain extremely high academic standards for students if the compensation level for staff does not approach that of other states? High academic standards can only be achieved if classrooms have a highly qualified, well-compensated teacher.

Can Kentucky meet the requirements of the federal No Child Left Behind legislation if funding remains as is or if there are only minimal increases in funding in upcoming biennia?

For additional information please refer to the following

Kentucky Institute for Educational Research www.kier.org
 NGA Center for Best Practices – Education Policy Studies Division
Raising Our Sights, National Commission on the High School Senior Year
 Kentucky Revised Statutes KRS 156.553
All Children Can Learn (Josey-Bass publishers 2000)
 National Center for Education Statistics, United States
 Department of Education <http://nces.ed.gov>
 Southern Regional Education Board www.sreb.org
 American Federation of Teachers www.aft.org
 Education Week www.edweek.org
 “Teaching for High Standards: What Policymakers Need to Know and Be Able to Do”; National Education Goals Panel, 1997
www.negp.gov/Reports/highstds



KDE Photo by Rick McComb

School Based Decision Making

In the comprehensive, systemic design of the 1990 Kentucky Education Reform Act, SBDM has the potential to wield enormous influence over teaching practices and student life in schools.
KIER 2000 Report on KERA

Success

KERA made significant changes in the governance structure of the state's education system. The chief state school officer became an appointed position rather than an elected position. Local school boards no longer hire employees (other than their attorney and the superintendent); instead, this responsibility falls to the superintendent. Other governance changes occurred but none was more important and none has had more impact than the establishment of school-based decision making (SBDM) councils at each school. In crafting KERA, it was determined that the school would be the unit of accountability under the new system. Although there are no studies showing a connection between governance and student achievement, the General Assembly determined that the school should have the authority to plan and implement policies and procedures necessary to achieve the accountability goals. The ability of the council to influence learning cannot be understated.

SBDM council responsibilities can be grouped into six categories: planning, learning, process, logistics, staffing, and budgeting. The most important of these is learning and is accomplished by the council's policy decisions in such areas as curriculum, student assignment, instructional practices, classroom management and discipline, and extracurricular programming. In 2002, the General Assembly, via SB 168, added a significant item to the council's agenda. Schools with gaps in achievement must set two-year targets and develop plans for closing the gaps. Councils must work with parents, faculty and staff to develop these targets and hold a public meeting to provide details of their plan. Failure to meet these targets will force the council to develop an improvement plan and subject the school to much greater scrutiny.

With two exceptions, the General Assembly required that all schools have SBDM councils. A school, which is the only school in the district, may be exempted and a school whose assessment scores are above the state-determined accountability index may request an exemption. Currently, 1240 schools have SBDM councils. Twenty-two schools have been granted exemptions.

SBDM councils are composed of three teachers, two parent representatives and the principal.

Schools may have alternative models but these must retain the same membership balance. Approximately 70 schools have had alternative models approved by the KBE.

Current Status

There has been limited research to determine what effect SBDM councils have on schools. Within the limited research, there is no consistency. Some research has found that many councils fail to address the most important issues – curriculum and instruction. Others have found that parent participation in school activities (an expected impact of councils) has not increased even though parents now have representatives “sitting at the table”. And even other researchers have found that there is still some confusion among council members as to their exact role. The degree to which any of these councils have addressed academic practices remains in question.

The SBDM has been a positive force in moving education reform forward. At the same time, it seems evident that additional research is needed to determine why the level of parental involvement has not increased dramatically as a result of this initiative. Action needs to be taken to determine why many council members are unfamiliar with their role and responsibility, even after completing a term on the council. SBDM council members are leaders within the school community and have a variety of training activities available to them; however, it appears that there is little or no leadership training provided.

Next Steps

Many questions need to be answered to properly assess the effectiveness of the SBDM councils and determine what changes, if any need to be made to the program to meet the legislative intent as defined in KERA. For instance, what are the effects of SBDM on the teaching-learning process; what are the effects of SBDM on other KERA initiatives; what have been the effects of SBDM actions on students, schools, school districts, local communities, governmental agencies and the public? A thorough analysis of SBDM was presented in the KIER 2000 Report on KERA which can be accessed through <http://www.kier.org>

Next Questions

Technology

Technology in the classroom is an essential component of today's educational structure. The knowledge-based economy requires that students at all levels of educational experience have access to 21st century technology. Technology-rich schools generate impressive results for students, and indeed any state whose schools lack access to technology will be unable to adequately prepare its children for the future.

Success

One of the more innovative aspects of the Kentucky Education Reform Act (KERA) has been the establishment of the Kentucky Education Technology System (KETS). With KETS, virtually all Kentucky schools now include one personal computer for every six students and one workstation for every teacher. In addition, virtually all schools are wired for both local area networks as well as wide area networks and nearly all are connected to Wide Area Network resources. More than a third of schools offer student e-mail accounts as well as access to school instructional and administrative electronic resources from home and other locations.

Current Status

Kentucky's progress under KETS means that in nearly eighty percent of Kentucky's schools at least half the teachers use a computer daily for planning or teaching. Perhaps most exciting in terms of our students' and our state's future, Kentucky's standing in The State New Economic Index has been enhanced by virtue of its high ranking for technology in schools.

Unfortunately, in a program where continuing progress is essential, funding for education technology has suffered recently. During the first eight years of KETS, the average annual funding amount per student was \$96. Based on current funding levels, only \$32 per student is now available

The current (FY 2003) funding level for KETS is \$15 million. Although this is projected to rise to \$20 million in FY 2004, it is still below the \$35 million annual level recommended by the 2001 – 2006 KETS Master Plan. Even with this increase at the state level, local school districts – currently buffeted by lower SEEK funding and rising salary



KDE Photo by Rick McComb

and other costs – would be expected to make matching available state funds a priority.

Next Steps

It is recommended that funding be set at the \$35 million annual level recommended by the 2001-2006 KETS Master Plan.

For additional information please refer to the following

Kentucky Department of Education http://www.kde.state.ky.us/oet/sits/planning/mpupdate2001/2001_2006_final/default_final.asp

SEEK

The centerpiece of the 1990 Kentucky Education Reform Act was the creation of an entirely new system of distributing state aid to elementary and secondary schools. The new system, Support Education Excellence in Kentucky (SEEK) encompassed the basic legislative response to the court's stipulation that there should be greater equity, equal educational opportunity for all children and adequacy in Kentucky's school system. With the creation of SEEK, the old school finance system that distributed funds without regard to local district property wealth was replaced with a new system based on equalizing the financial resources behind each student, regardless of the wealth of the school district in which the student resides.

Under the SEEK formula, the General Assembly sets a statewide base level of funding for all children, which is supplemented by additional dollars for at-risk and handicapped pupils as well as for transportation costs. Each school district is required to levy a minimum school tax equal to the equivalent of 30 cents per \$100 of assessed property value. Local revenue is credited against the base level of funding set by the General Assembly, and the state makes up the difference. The formula is designed to equalize the tax effort among Kentucky taxpayers.

The Tier I component of SEEK allows local school districts to supplement their base SEEK funding by levying additional taxes. The state then provides supplemental funds based on a school district's assessed property value to minimize the funding disparity between districts, provided they are making comparable taxing efforts. The Tier II component of SEEK permits districts to again supplement their base and Tier I funding by levying additional taxes. Funds resulting from this tax effort are not supplemented by the state.

The SEEK pupil funding formula provides local school districts with the opportunity to fund their educational programs on a basis sufficient to provide each student with a high quality education, while at the same time minimizing differences in per pupil funding to ensure that no student receives an educational experience substantially inferior to other students simply because of geographic location.

Equity of funding is judged to have been successfully addressed by the SEEK program and its various mechanisms designed to minimize funding differences between students based on location and local

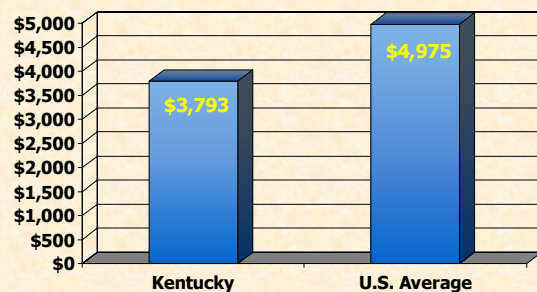


KDE Photo by Rick McComb

wealth. Several independent studies have concluded that the SEEK formula provides for an equitable distribution of funds. The most recent of these was presented to the Kentucky Board of Education in September 2001.

A basic analysis pertinent to equity in per pupil funding is to examine per pupil funding in the richest (based on property wealth per student in

Pre-KERA: FY 1990 Kentucky Per Pupil Expenditures Relative to National Average

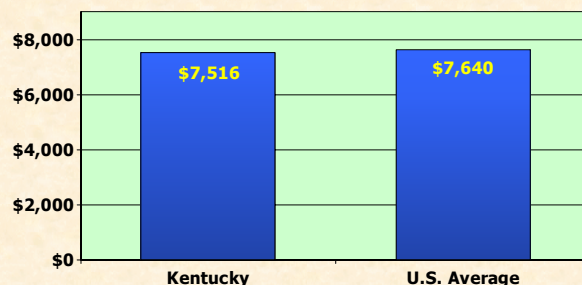


Kentucky = 76.2% of U.S. Average

Source: National Education Association "Rankings of the States"

July 30, 2002

Post-KERA: FY 2001 Kentucky Per Pupil Expenditures Relative to National Average



Kentucky = 98.4% of U.S. Average

Source: National Education Association "Rankings of the States" estimates

July 30, 2002

Education Starts Here - Infrastructure

average daily attendance) quintile of school districts compared to the poorest quintile. Funds other than SEEK, such as those for school technology, family resource centers, etc. are added to SEEK funding in this measure; most of these supplemental programs also have some equity built into their funding criteria. As the tables on these pages illustrate, Kentucky has made significant progress based on this measure.

Current Status

Although equity has largely been achieved via the SEEK formula coupled with other KERA initiatives, some inequity persists and continued progress toward minimizing inequity depends on future levels of funding at the state level.

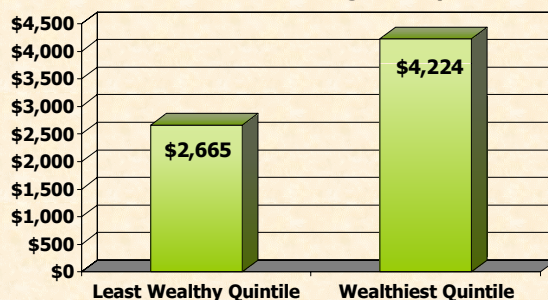
The developers of the SEEK program envisioned that the SEEK base would increase by the Consumer Price Index (CPI) plus 1% in each year of the biennium in order to achieve adequacy and provide the necessary services for all children. This has not occurred and to make up the shortage will require an infusion of approximately \$300 million in state dollars. This should be a priority. It was also expected that the new grant programs established by KERA (ESS, FRYSC, preschool, etc.) would be “stand alone” programs for a period of 3-5 years before becoming fully integrated with the SEEK program. This has not yet been the case. The Executive Budget for FY 2003-04 proposed a compromise which would have allowed greater flexibility for school districts but without moving the grant programs into the SEEK program. The time has come to meet the intent of the developers and bring these programs under the umbrella of SEEK.

Next Steps

The number of Limited English Proficiency (LEP) students has increased dramatically in recent years and local school districts are struggling to provide adequate services for these students. As part of the SEEK program it is recommended that a weight, similar to that established for exceptional children, should be developed. In order to provide additional funds to assist these students a weight of .15 is suggested as a starting point.

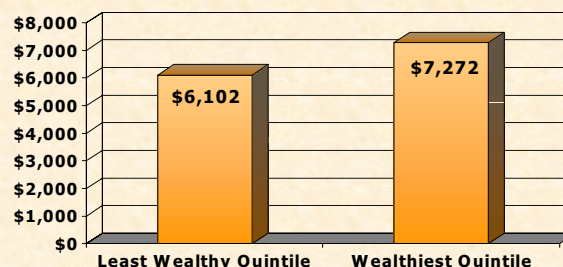
Possibly the biggest challenge to achieving adequacy is forming a consensus as to what constitutes a high quality education – what is adequate? The issue of adequacy is to be met by the legislatively set base per pupil funding amount for each biennium, supplemented for special categories of pupils whose educational needs require more money. A number of studies underway when this report was written (February 2003) address the

Pre-KERA: FY 1990 Gap Between Wealthiest and Least Wealthy Districts State and Local Funding Per Pupil



Least Wealthy Quintile = 63.1% of Wealthiest Quintile

Post-KERA: FY 2001 Gap Between Wealthiest and Least Wealthy Districts State and Local Funding Per Pupil



Least Wealthy Quintile = 83.9% of Wealthiest Quintile

Source: Office of Education Accountability Annual Reports.

July 30, 2002

question of adequacy.

For additional information please refer to the following

Kentucky Department of Education (KDE)
<http://www.kde.state.ky.us/>
 Equity and Adequacy in School Funding, “The Future of Children”; Financing Schools Vol 7. No. 3 Winter 1997

Growth and Development

Pre-School

One of the most successful and celebrated programs to emerge from KERA is the Kentucky State-Funded Preschool Program designed to provide children from low-income families and children with disabilities a means by which they can enter the Primary Program on an equal footing with their peers.

Teacher and parent satisfaction has remained high throughout the evolution of the program. At-risk children receiving services through the State-

Funded Preschool Program begin the primary program on par with their higher income peers. According to a long-term study conducted by the Kentucky Institute for Education Research "participation in the Kentucky Preschool Program appeared to enhance the skills necessary for children's successful functioning in the educational environment."¹ The Kentucky State-Funded Preschool Education Program Evaluation Project, conducted by the University of Kentucky, confirms that quality preschool can create the foundation for educational success for all children and especially those most at-risk of educational failure.

In 2001-2002, forty-three percent of Kentucky school districts experienced preschool enrollment growth of more than 5%. Fifty-nine percent of



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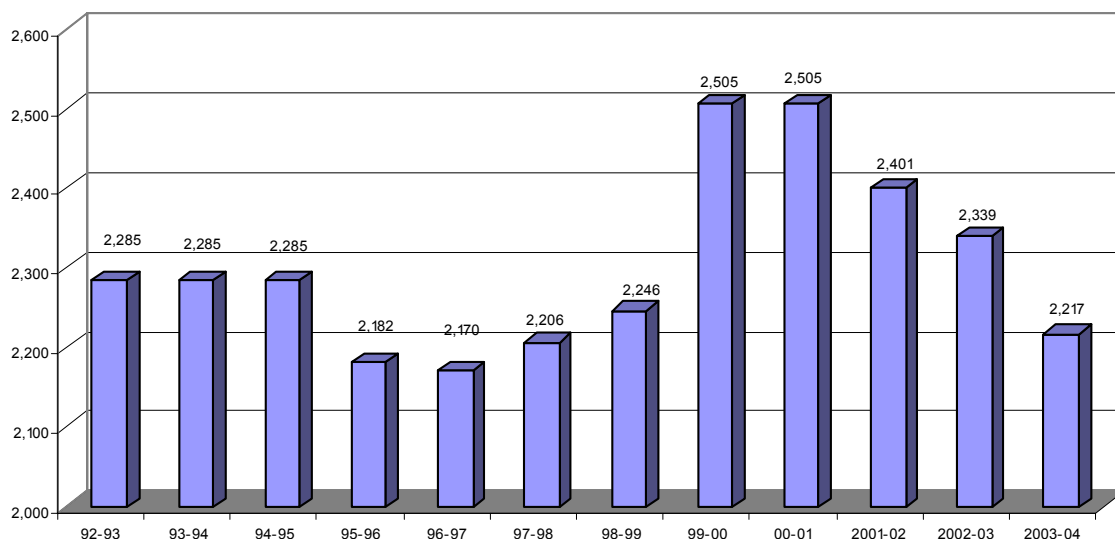
Success

At-risk children receiving services through the State-Funded Preschool Program begin the primary program on par with their higher income peers

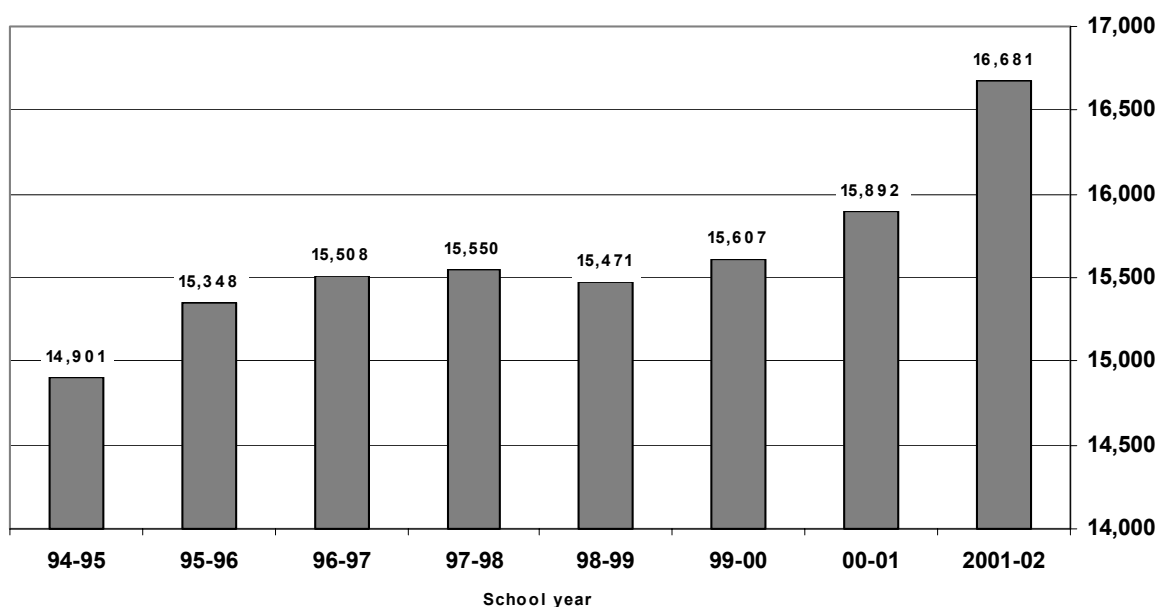
preschoolers attending the preschool program in 2001-2002 had disabilities. Children from low-income families enter the program with lower skills, especially in the areas of receptive communication and cognition. However, after one year of participation these same children catch up with their non-eligible peers. The positive effects of the program persist through the fifth grade.

Health services and parental involvement are

Kentucky State Funded Preschool Per-Pupil Funding 1994-2004 (Projected)



State Preschool Count 1994-95 to 2001-02



also successful components of the preschool program. In 2001-2002 of the total number of state funded children, 98% received vision screening, 94% hearing screening and 97% health screening. Of those needing follow-up over 90% received care for vision and health/physical problems and 79% received follow-up treatment for hearing.

Although the total dollars allocated have increased over time, the number of children being served has grown at a faster rate than the growth in funding. (See chart on previous page) There is now a lower cost-per-child allocation than there was in 1991-1992. During 2002-2002, over \$20 million in local funds were used to supplement the state preschool funds in order to provide the preschool program. Although preschool education is costly, there is substantial information that it is much less costly than 12 years of special education that some of these same children might require if not for the early intervention of the preschool program. The state-funded preschool program currently serves 77% of the at-risk four-year-olds and 98% of the three and four-year-olds with disabilities.

“The most significant issue with the State-Funded Preschool Program at this point is the declining funding base.” (KIER) To ensure that this highly successful program continues to meet or exceed its goals

the state must provide adequate funding to continue to fund all eligible three- and four-year-old children at a level that will ensure “...high quality preschool programs that produce positive effects...” (KIER) As more eligible at-risk four-year-olds and three- and four-year-old children with disabilities are identified in the local school districts (expected to increase from 77% at-risk four-year-olds receiving services to 90% in 2003 and eventually 100% in 2006), the state must make the financial commitment to ensure quality by increasing the annual appropriation by \$10 million in the current biennium.

Further study is needed to determine the relationship between program quality and child outcomes in order to effectively tailor the professional development and technical assistance needs of the Preschool educators to their students.

¹ (Hemmeter: 2000 Review of Research on the Kentucky Education Reform Act)

Primary School Program

The Primary Program mandated by KERA recognizes that children learn in different ways and at different rates, especially at young ages. The program was developed to restructure the learning environment for kindergarten through third grade by introducing the concept of “continuous progress” and mandating a non-graded primary program to address the different needs and learning styles of all children

Seven attributes were identified by KERA as critical to the effective implementation of this learning model and mandated by the legislature:

- continuous (educational) progress,
- authentic assessment,
- developmentally appropriate practice,
- professional teamwork,
- multiage and multi-ability classrooms,
- qualitative reporting methods, and
- positive parent involvement. (KRS 158.031)

The Kentucky Primary Program has focused attention on the importance of early learning and the philosophy that all children will be successful.

Success Teachers are using more varied instructional strategies, more integrated instruction and more authentic assessment. Increased professional teamwork is considered by some to be the most successfully implemented attribute of the program (*All Children Can Learn* pp 125). Based on KIRIS test scores compared from 1992-93 to 1997-98, Kentucky’s elementary schools have outperformed middle and high schools. Parents and fourth grade teachers have acknowledged that primary students who are products of the new program exit primary school as better thinkers and ask more questions.

Several individual Kentucky school districts have recognized the advantage of implementing a full-day kindergarten program vs. a half-day program as a means of strengthening the educational foundation of young learners. Many districts are opting to fund the full-day entry-level primary program, supplementing the current half-day state allotments.

Over the past decade, this bold new program has not been embraced and fully implemented with respect to state mandates. In 1992 the legislature, in an attempt to jumpstart the Primary program, mandated full implementation by the 1993-94 school year.



KDE Photo by Rick McComb

Current Status

Initially (1990), there were no specific timelines. A gradual approach would have given teachers the time and the support needed to clearly understand the purpose and the educational value for children that truly existed in such a bold new program.

The implementation of the Primary Program has also been hampered by the lack of clear linkages to the total reform package.

In it’s initial stages there was a failure to articulate it’s purpose and the program appeared to run counter to the overall philosophy of allowing schools to determine how to help students achieve KERA goals. In many instances, fourth grade teachers were isolated from the planning process and many felt the mandates applied only to primary teachers and thus there was no incentive for them to change their traditional instructional methods. The rationale for the Primary Program was never made clear and school systems continually received mixed messages from KDE and the legislature. (Education Policy Analysis Archives, July 2000)

In the fall of 2002, The Commissioner of Education sent a letter of concern to school district superintendents regarding the status of the Primary Program in the commonwealth. His observations included the following:

- An increasing number of children are

requiring an additional year (5th year) in the Primary Program

- An extremely high percentage of young children are being retained prior to their exiting year in primary.
- A significant number of schools do not have specific Primary Program policies or total school policies that include reference to the critical attributes in the Kentucky Revised Statute (KRS 158.031)
- Some schools are not including families in every aspect of each student's educational growth and development.

KDE must send an unambiguous and highly visible message to schools that the Primary Program is alive and well. In addition, the overall goals of the program and their link to the KERA goals must be made clear.

The Commonwealth should move toward fully funding an all day kindergarten program in all school districts. This is an expensive program with a cost estimate of approximately \$80 million but should be a top priority for additional revenue.

Schools and districts should strategically utilize resources that are currently in place such as the School Based Decision Making Councils, Family and Youth Resource Centers, and the P-16 Councils, which can be instrumental in helping to educate teachers, administrators and parents about fully implementing and supporting the Primary Program.

Next Questions

There remain many questions to be addressed on this issue before new policy is adopted.

Is it possible to mandate this drastic a change – especially in view of the entrenched mind-set of parents and educators?

Are multiage classrooms essential to success of this type of program or should teachers simply learn to adopt the practices of good multiage teachers?

Where does this type of mandate fit with the KERA philosophy of allowing schools to determine on the local level how they will help students achieve KERA's goals?

For additional information please refer to the following

Education Policy Analysis Archives "Implementation of the Kentucky Nongraded Primary Program July 2000
Northwest Regional Educational Laboratory Nongraded Primary Education www.nwrel.org
All Children Can Learn
Kentucky Department of Education
Kentucky Institute for Educational Research www.kier.org
National Association for the Education of Young Children
Prichard Committee for Academic Excellence
Office of Education Accountability (Kentucky)

Next Steps



KDE Photo by Rick McComb

Family Resource Youth Service Centers

Family Resource and Youth Service Centers (FRYSC's) were established in 1990. They are designed to enhance students' abilities to succeed in school by developing and sustaining partnerships that promote early learning and successful transition into school, academic achievement and well-being, and graduation and transition to adult life. This is accomplished through the identification, coordination, and utilization of community resources. The centers deal primarily with non-academic problems and situations that interfere with student learning. The goal is to remove these nonacademic barriers so that students can reach their full potential.

Schools with at least a 20% student population eligible for free or reduced-price school meals, are eligible for funding for a center. Grants range from \$33,000 to \$94,500 with the majority being on

Success

the upper end of this range. Initially, 133 centers were funded. By 2002 that number had grown to 774 centers which serve 1,145 schools encompassing 98% of the eligible schools. Grants to fund these facilities totaled slightly more than \$50 million, an increase from \$15.9 million a decade ago.

The Cabinet for Families and Children (CFC) has state level administrative responsibilities for FRYSC rather than the Kentucky Department of Education (KDE).

CFC in cooperation with KDE has entered into a partnership with Communities in Schools (CIS) to bring additional resources, services, business partners, and volunteers into the schools. CFC, in

Current Status

partnership with the Cabinet for Health Services (CHS) received a grant from the Brookdale Foundation to establish the Kentucky KinCare Program. After initial development, the University of Kentucky has been added as a partner. This program provides special service and assistance to grandparents raising grandchildren. By

2000, nine (9) support groups were established with additional groups to be added as funding becomes available. It is difficult to measure success of the FRYSC's because the legislation – to “provide services which will enhance students' ability to succeed” – does not establish a clear set of services that can be measured and analyzed. Evidence shows that families of low socio-economic

status and limited education are the primary recipients of services from the FRYSC's. A recent evaluation provides this information on the families served by the centers:

- more than half (51%) of families served had annual incomes of less than \$10,000; 78% had incomes under \$20,000
- of the children served, 45% lived with both parents, 38% lived with their mothers only
- 37% of the parents had not completed high school; another 38% had a high school diploma or GED but no higher education.

It is recommended that the General Assembly provide appropriate levels of funding to increase the amount of grants available to each center based on clearly stated goals. From 1991 to 1999, grants consisted of \$200 per student with a maximum grant of \$90,000. Since 2000, there have been minimal increases. The current maximum grant is \$94,500 and is not sufficient to even meet the cost of living increases in expenditures.

The General Assembly should also provide additional funding to ensure that students in all schools, regardless of the number receiving free and reduced meals, have access to a center. Funding should be tied to performance indicators which measure the effectiveness of the services provided.

Are the centers providing the services mandated by the General Assembly and are they contributing to an increase in student achievement. More sophisticated performance evaluation systems need to be developed in order to quantify the success of this initiative.



KDE Photo by Rick McComb

Next Steps

For additional information please refer to the following

Helping Families to Help Students: Kentucky's Family Resource and Youth Service Centers (SREB)
Cabinet for Families and Children Web Site
(www.cfc.state.ky.us)

Growth and Development

Extended School Services

The Extended School Services Program (ESS) supports at-risk students and prevents student failure by allowing them to perform successfully in their academic endeavors. These goals make it possible for students to receive additional instruction in whatever form it may take to help them achieve academically. The additional instructional time is gained through extended days (before and after school), extended weeks (Saturday) or extended years (summer school or during intersession/school breaks).

Success

In 1992, slightly more than 96,000 students participated in an ESS program; in 2001, this had increased to more than 173,000. In 1992, 40% of those participating improved by one or more letter grades. In 2001, 82% of all those who attended ESS for six or more days improved one or more letter grades in their primary subject of focus.

In 2001, the Kentucky Department of Education identified re-teaching concepts/skills as the major type of assistance provided. This was provided by homework assistance, study skills instruction, assessment preparation and counseling. This reflects a considerable increase in the emphasis on re-teaching concepts/skills.

Current Status

The General Assembly appropriated \$53 million for this program in 1992-93. However, a state-revenue shortfall reduced the appropriation to \$28 million. The Governor's Spending Plan for 2002-2003 includes \$32.9 million for ESS programs.

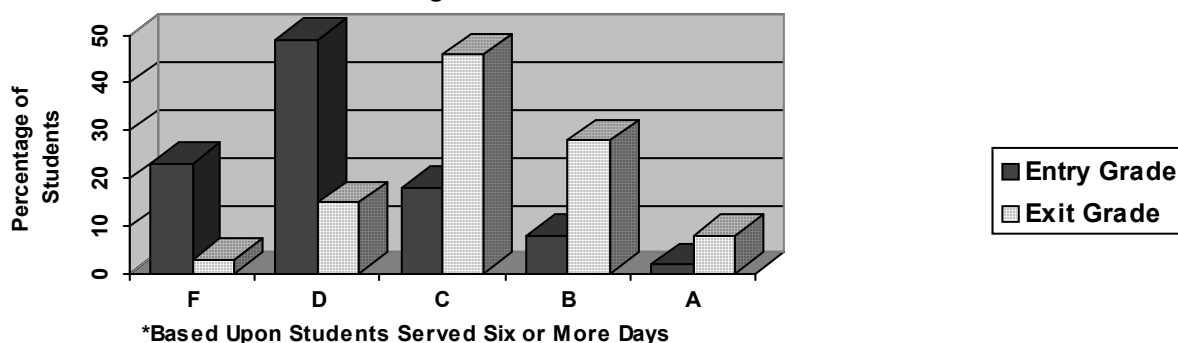
KDE expects local school districts to



KDE Photo by Rick McComb

continue serving more than 175,000 students in various ESS programs. Most students will continue to be served in the traditional manner - after school, during the summer, during school breaks or on Saturday. One significant change in program operation is in its first year and could improve the level of services to many students. Prior to the current biennium a limited number of school districts initiated and piloted ESS programs that operated during the regular school day. Operating ESS programs during the regular school day is in apparent conflict with the intent to this program - to provide additional time outside the regular school day. However, these pilots appeared to be very successful and the General Assembly authorized KDE to promulgate administrative regulations that permit local school districts to seek a waiver of the requirement that programs be held outside the regular school day. A substantial number of districts have expressed a desire to take advantage of this flexibility. Allowing ESS to provide funding for programs during the school day works well for high school level students; elementary and, to some degree, middle school students, are more restricted

**Student Achievement Level for ESS Primary Learning Goal
Regular Term 2000-2001***



by their class schedules and are not as apt to have this type of program available.

Next Steps The Appalachian Education Laboratory recently completed a study of ESS and the effectiveness of this program. Public release is expected soon. The findings in that study should serve as a guide for the direction the program should take in upcoming years. There have been some questions raised about the effectiveness of ESS and what the program contributes to the overall success of students who participate. These questions persist even though KDE surveys and other evaluation instruments seem to indicate that a majority of students who participate show achievement gains in the classroom.

There have been some concerns expressed by various constituents and these should be addressed. Local district officials have long lamented that after school programs, and to a lesser extent programs scheduled on other days, are often constrained due to pupil transportation. Many school officials have expressed a concern that the portion of ESS funds used to provide transportation is excessive. Informa-

tion supplied by the Office of Education Accountability indicates that the amount expended on pupil transportation has not increased significantly in recent years. It may very well be that the cost of transportation is perceived as an obstacle rather than being an actual problem.

KDE should carefully review the issue of pupil transportation with a goal of determining if the cost of pupil transportation adversely affects ESS programming. In addition, KDE should consider a program evaluation that looks at ESS, FRYSC's and other programs in concert rather than separately.

Next Questions Local school superintendents readily offer this program for reductions or elimination in a time of budget shortfall. It should be determined why this occurs - is it due to the amount of funds appropriated for the program, is it that superintendents believe this is a program that will have minimal negative effects on student achievement if reduced or eliminated, or is this just one of many programs offered for reduction as a means of "saving" more basic classroom instructional programs?

Types of Assistance Provided to ESS Students*	Percentage
Re-teaching Concepts/Skills	94
Homework Assistance	61
Study Skills Instruction	35
Assessment Preparation	39
Counseling	3

For additional information please refer to the following

Impact of Extended School Service Programs FY 2001 (KDE 10/01)
 Various Annual Reports (Office of Education Accountability)
 Local District Annual Financial Reports (KDE)
 Need to get more specific info on resources, exact web sites, names of reports, etc.

Every Child Will Graduate

Our society has seen profound changes over the last quarter-century as we have shifted from an industrial economy to a knowledge-based economy. High school graduation should no longer be seen as an end point, but rather the platform by which students can move to the next steps in their lives. Effective schools must have high standards of caring and concern for students and have the flexibility to meet the needs of students. This requires smaller class sizes, new approaches to teaching, better prepared teachers who are well versed in the subject matter they teach, strong leadership teams, and clear missions and focus.

The economic returns of education are indisputable. A high school dropout can expect to earn only 39 percent of what an individual with a college degree can expect to earn. Even with a high school diploma, the individual may earn only 56 percent of what the college graduate makes. According to the 2000 census, one in four Kentuckians over age 25, or 685,000 people, does not have a high school diploma. On average, individuals without a high school diploma earn \$5000 less each year than those with a diploma or GED. Collectively that equates to \$3,425,000 in lost wages each year. Sadly, in report after report, the nation's high schools – which should be the gateway to multiple options – are failing our students.

High School

One of the most widely discussed topics at the education round tables following the 2002 Education Summit was the status of Kentucky's high schools. The National Commission on the High School Senior Year, chaired by Governor Patton, reports that educational institutions, families and communities are not meeting the needs of more than 50 percent of the students enrolled in public and private high schools in the United States.

High school restructuring was not one of the original major school reform initiatives advocated by the Legislative Task Force and described in KERA.

In 1992 the KDE created the Task Force on High School Restructuring and challenged the group to make specific recommendations related to increasing the graduation rate and helping students make the transition from high school to work, military service or postsecondary education. They



KDE Photo by Rick McComb

examined the minimum requirements for high school graduation in light of expected outcomes for students and schools. In 1993 the task force presented its report and proposed five new performance-based core components for high school graduation.

New graduation requirements were established and put into place for Kentucky high school students beginning with the graduating class of 2002. Local boards of education were given the flexibility to substitute an alternative course for a required course if certain conditions were met. High school administrators were given greater latitude in developing new and innovative courses.

Kentucky also addressed the national call for performance-based graduation standards by revising the "Program of Studies" allowing high school graduation credit to be awarded in the traditional Carnegie units or performance-based credits.

Kentucky's high schools have changed over the past decade but many problems remain unsolved. Levels of achievement for all students must be raised. Although the number of high school students taking rigorous courses and the number taking the ACT have both increased, the composite scores have declined. Educators at the roundtable voiced concerns that students do not read at grade level. They see a need for more coordinated effort between high schools and middle schools to prevent future

Success

problems. There is a feeling that the preparation gap is widening and largely being ignored.

The Kentucky Virtual High School (KVHS) was developed in 2000 to provide more students access to higher-level courses or courses which were not available at their school. KVHS today offers 39 for-credit courses including 25 core courses, four years of foreign language and 16 advanced placement courses. The KVHS provides access to required course work for students whose schools lack the resources to hire teachers in these areas, most notably foreign languages. KVHS also offers a

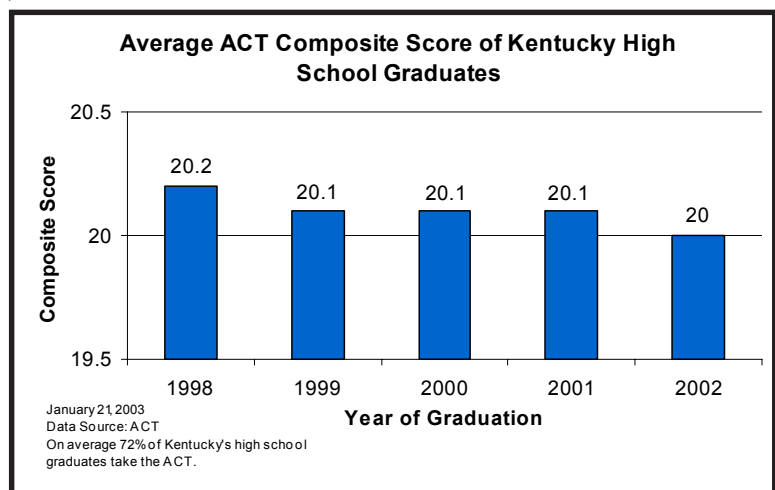
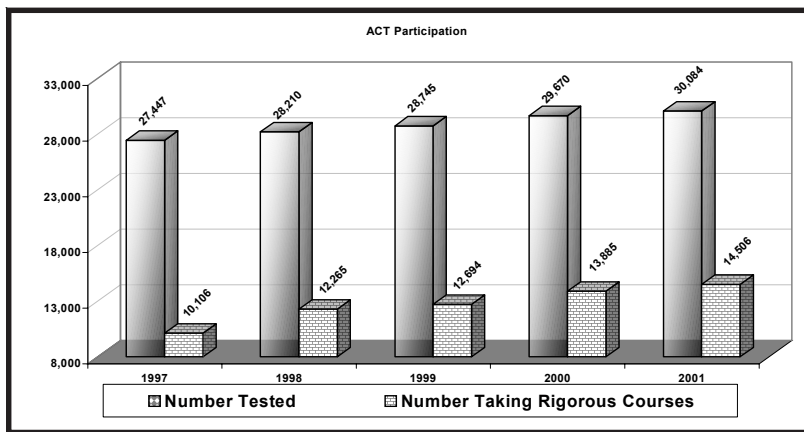
Current Status

service that allows schools to use the KVHS online curriculum in classes lead by local teachers. Typically, this is done to provide added support to a teacher who is teaching advanced placement for the first time. This ensures that the student have access to high quality content and provides good professional development for the teacher. District participation varies widely across the state. Some schools send students each semester and have policies that promote student participation. Others may have approved only a few student enrollments at the specific request of parents. Anecdotal information tells us that the fee is the primary barrier to student participation.

The following actions are recommended as a means of improving our high schools. The "college-preparatory-like" curriculum must become the default curriculum at Kentucky's high schools with the high school diploma representing achievement and not just an accumulation of seat time. This issue is being addressed by the State P-16 Council through it's work with the American Diploma Project. (see page 7) It is recommended that the state should require school districts to obtain parental permission before assigning high school students to a level below "college preparatory" courses. The compulsory age for school attendance should be raised to 18.

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Prior to July 1, 2003, the Kentucky Department of Education and the Center for School Safety should undertake a critical review of alternative schools/programs cur-



rently in operation and make recommendations that alternative schools/programs are more academically oriented.

Next Steps

Local school districts ought to develop and implement policies that would allow students to complete high school in less than eight (8) semesters and should greatly expand the opportunity for high school students to experience college-level work and explore options for service- and work-based learning opportunities for credit.

Prior to July 1, 2003, the KDE should review programmatic/course offerings at the secondary level to ensure that all school districts offer options for high school students. This review should include which schools are making available and utilizing the Kentucky Virtual High School, dual credit courses, release time for students to attend post secondary institutions, and technical education programs. Current statutory or regulatory provisions that produce a financial disincentive to offering any of these options should be revised and appropriate funding provided.

State and local educators should investigate

alternative ways to use and schedule time, including block scheduling, to provide the flexibility needed to explore complex subjects in depth and complete rigorous projects.

The Commonwealth should require an assessment such as the ACT Work Keys, Compass, GED Practice Test or TABE be administered to students withdrawn from school. The school district should provide to the students parents or guardians assessment results along with the name, address and telephone number of the local adult education program within ninety (90) days of withdrawal.

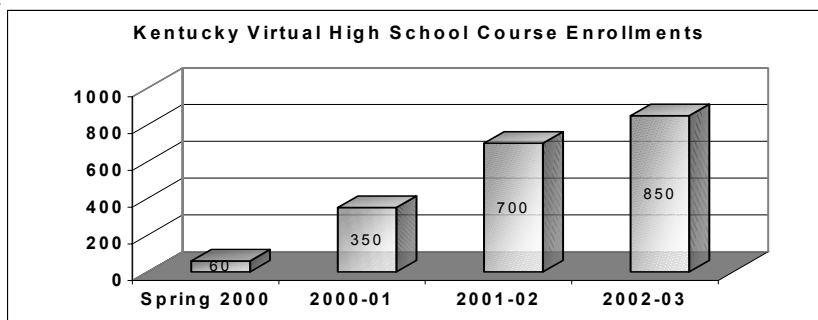
The KDE and the Workforce Development Cabinet should explore the feasibility of Kentucky participating in the GED Options Program for appropriate high school students.

Next Questions

Is there a commitment by policy makers and educators in Kentucky to make the radical changes necessary to ensure that all Kentucky children not only complete high school, but are provided with the opportunities to advance further either in the workplace or a postsecondary institution?

For additional information please refer to the following

Raising Our Sights: No High School Senior Left Behind, The National Commission on the High School Senior Year
 Kentucky Education Summit Follow-Up: High School Barriers and Opportunities (October 31, 2002)
 American Association of School Administrators www.aasa.org
 Kentucky Department of Education www.kde.state.ky.us
 National Center for Education Statistics <http://nces.ed.gov>



Secondary Career and Technical Education

Secondary Career and Technical Education (CTE) in Kentucky is a viable and successful system. The three major governing entities of secondary CTE are: KDE; the Department for Technical Education (DTE) in the Cabinet for Workforce Development; and the Kentucky Community and Technical College System (KCTCS).

A strong technical education system is critical to Kentucky's economy and future well-being. A recent study by the Department for Employment Services found that Kentucky employment will grow in occupations requiring all levels of education and training. Additionally, "jobs requiring greater education and training clearly dominate those occupations that are growing the fastest and also have the highest pay rates" (Department for Employment Services, Kentucky Occupational

Outlook).

A range of studies shows that vocational graduates are more likely to be employed and earn more than their non-vocational counterparts, particularly vocational graduates who worked part-time during high school. There is strong evidence that the generic technical skills and occupationally specific skills provided in technical education increase worker productivity, skill transfer, job access and job stability when graduates find training-related jobs.

While the local school districts within KDE have a wide exploratory and preparatory objective, DTE's primary focus is on workforce preparation with links to continuing education at the postsecondary level, either part-time or full-time.



Photo provided by Cabinet for Workforce Development

The Department for Technical Education offers high school students technical training in a state-wide system of 53 area technology centers that serve 127 local school districts. Added to this number are 26 individual technical education schools administered by local school districts, thus making technical education accessible for all Kentucky high school students. The schools also partner with local communities in economic development and training efforts. School-to-Work programs expose students to career choices and work experience.

Success The Kentucky Tech curriculum was developed by teachers and representatives from business and industry and is based on nationally recognized industry standards and certifications. The curriculum reflects KERA's learning goals so that students can communicate and apply core concepts and principles throughout their lives, be self-sufficient and responsible, think and solve problems and connect and integrate experiences.

Current Status Enrollment in DTE schools, also known as Kentucky Tech, increased 30 percent to 23,400 students in fiscal year 2002. Secondary career and technical education students benefit from agreements that allow high school students to more easily enroll in KCTCS colleges to earn credits in occupational/technical or general education courses. More than 7,000 high school students are earning KCTCS college credit, up 46 percent from last year. This has been supported by articulation agreements between DTE and KCTCS. KCTCS provides affordable access to quality postsecondary education and workforce training for all Kentuckians and enrolls nearly 68,000 students in credit courses. Enrollment is up more than 5 percent over fall 2001 and more than 45 percent since fall 1998, the first year the new system was in place.

Business and industry involvement is a key element in the Commonwealth's technical and vocational education system. In partnership with the Bluegrass State Skills Corporation, the department has assisted 38 companies with \$2.7 million in incumbent employee training over a two-year

period.

The 2000 General Assembly mandated that DTE accept responsibility for assessing all industrial education programs in state and locally-operated technical centers. As a result, a 21-performance standard assessment tool was created to measure the academic performance, the learning environment, and the overall efficiency for each industrial education program.

The department has helped develop more than 40 training consortia to address workforce issues on a county or regional level. The consortia largely involve manufacturing businesses; however, in 2002, DTE helped develop Kentucky's first healthcare training consortium to address high turnover in nursing and allied health staff in Louisville-area hospitals.

There are no current next steps for technical education.

For additional information please refer to the following

Kentucky Cabinet for Workforce Development
<http://www.kycwd.org>
 Kentucky Department for Technical Education
<http://kytech.ky.gov/>

When Laura Young was a high school sophomore, the principal from the Shelby County Area Technology Center (ATC) next door talked to her class. Young listened as the principal discussed the center's classes. One area of study piqued her interest: machine tool technology.

"When I was a child, I used to take things apart and put them together, even electrical things, so I've had a natural inclination toward this area," said Young.

As a high school senior, Young is putting together metal parts by using a welding torch, milling machine and lathes.

Laura, who plans to attend the University of Kentucky and major in civil engineering, always realized that she was mechanically inclined, but attributes her career focus to the area technology



Adult Education and Literacy

Adult illiteracy permeates every facet of Kentucky life. It feeds the state's unemployment rolls, its welfare rolls, and its prisons. Children's literacy levels are strongly linked to that of their parents and children of parents who are unemployed and have not completed high school are five times more likely to drop out. (LRC Research Report #296). The assumption that "every child will graduate" stretches beyond high school and into adult education, which not only seeks to raise literacy levels and increase the number of Kentuckians with a high school diploma or GED, but also seeks to provide adults with the resources and opportunities to "go higher".

Success

In 2000 the Kentucky General Assembly enacted the Adult Education and Literacy Act to reform the adult education infrastructure in Kentucky. The legislation gave the Council on Postsecondary Education and the Cabinet for Workforce Development's Department for Adult Education and Literacy joint responsibility for raising the education level of adults. Kentucky is the only state where adult education policy is overseen by postsecondary education and workforce development.

Enrollment in adult education programs jumped from 51,177 in FY 2000 to 86,413 in FY 2002. There are local adult education programs in all 120 counties offering literacy, adult basic education, family literacy, workplace, ESL, and GED instruction.

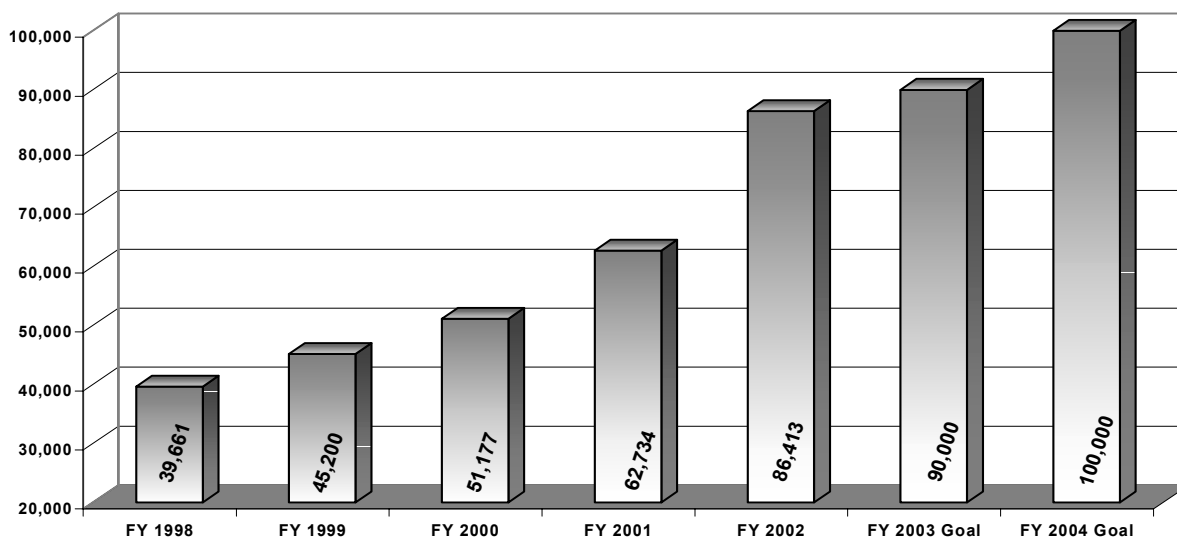


Photo provided by Cabinet for Workforce Development

The percentage of adults age 25 or older without a high school diploma or GED decreased from 35.4 percent in FY 1990 to 25.9 percent in FY 2000. The percentage of GED graduates entering postsecondary education is also on the rise. In the 2000 census, Kentucky climbed from 46th to 35th among states in the number of adults, ages 25-34, who had completed high school. Since 1990, Kentucky has made the largest jump of any state in the percentage of high school graduates in the 25-34 age group. To reach the goal of 300,000 adults enrolled by 2010, a number of innovative strategies have been employed to reach adult learners.

The Department for Adult Education and Literacy works with businesses to conduct on-site

Adult Education Enrollment



Current Status

Since 1990, Kentucky has made the largest jump of any state in the percentage of high school graduates in the 25-34 age group

programs to improve employees basic reading, math and communications skills. Kentucky employers can earn a tax credit of up to \$1,250 by allowing employees release time to study for the GED. At the same time, employees can earn a tuition discount at Kentucky colleges and universities.

The Kentucky Virtual Adult Education website, the first of its kind in the nation, allows adults to learn any place, any time, at their convenience. www.kyvae.org. Just 18 months old, over 4,100 adults are using the web site to improve their basic skills.

A \$2.5 million public communications campaign is currently underway to increase participation in adult and postsecondary education. Over half of the money will be spent to encourage adults at lower levels of literacy to enroll in adult education, workplace training, or postsecondary programs. The remainder of the funds will focus on persuading adolescents and teens, particularly those participating in GEAR UP Kentucky, to go to college.

Current Status

Expanded family literacy services in all counties reach more parents and children. English as a Second Language instruction is provided for adults seeking to improve their fluency in the English language and to pass U.S. citizenship tests. Over 9,000 individuals received ESL services through adult learning centers in 2000-2002, a 39% increase. The demand for ESL programs is expected to remain strong.

Adult education programs served more than 12,000 incarcerated adults in 2000-2002. With improved literacy, these inmates are much less likely to be repeat offenders and more likely to find employment.

The ability to read is a gateway skill for adult learners as well as children. The Kentucky Adult Educators Literacy Institute (KAELI) provides an innovative graduate course that helps adult educators teach reading more effectively. Kentucky is the only state in the nation that will have a master reading teacher in all adult education programs certified and trained through KAELI. High quality instruction is as essential for adult learners as it is for other areas of education. Adult education

requires more than "just passing the GED test". Adult learners must be prepared for continuing success in the workplace or postsecondary education to enjoy a high quality of life.

Adult education funds are also helping local communities improve literacy. The Go Higher community initiative, designed to galvanize grassroots support for local education reform, now involves 15 communities. These communities receive added resources to assess their education needs, form local P-16 councils, and raise awareness of the most pressing education issues facing the community. Successful strategies emerging from this initiative will be used as models for reform.

Next Steps

To meet the goal of 100,000 adults enrolled in adult education by 2004, an additional \$5 million in funding will be necessary to support the additional students.

For additional information please refer to the following

Cabinet for Workforce Development Department for Adult Education <http://www.kycwd.org/dael>
Council on Postsecondary Education <http://www.cpe.state.ky.us>
Legislative Research Commission <http://www.lrc.state.ky.us/home>
National Center on Adult Literacy <http://litserver.literacy.upenn.edu/ncal>



Photo provided by Cabinet for Workforce Development

Ensuring Progress

Lengthen the School Calendar

The amount of information children have to absorb has increased since the nine-month, 180-day school year was instituted. Each year, new subject matter is mandated — yet the length of the school day does not increase. Non-academic events continue to take time out of the school day.

The United States has one of the shortest school calendars among industrial nations. The 1983 landmark report, “A Nation at Risk,” noted that it was not unusual for high school students in industrialized countries to spend eight hours a day at school, 220 days each year. By contrast, the U.S. typical school day lasts six hours and runs between 175 to 180 days. The report recommended that school districts increase instructional time by implementing a seven-hour school day and a 200-220 day school year. That recommendation has been largely ignored.

Kentucky, along with Alabama and Louisiana, are the only SREB states with fewer days than the average SREB and USA instructional calendar of 178.9 days. States that have implemented full-scale reforms similar to Kentucky’s and are classified as

high achieving (NAEP Standards) have on average (180 days) a longer instructional calendar.

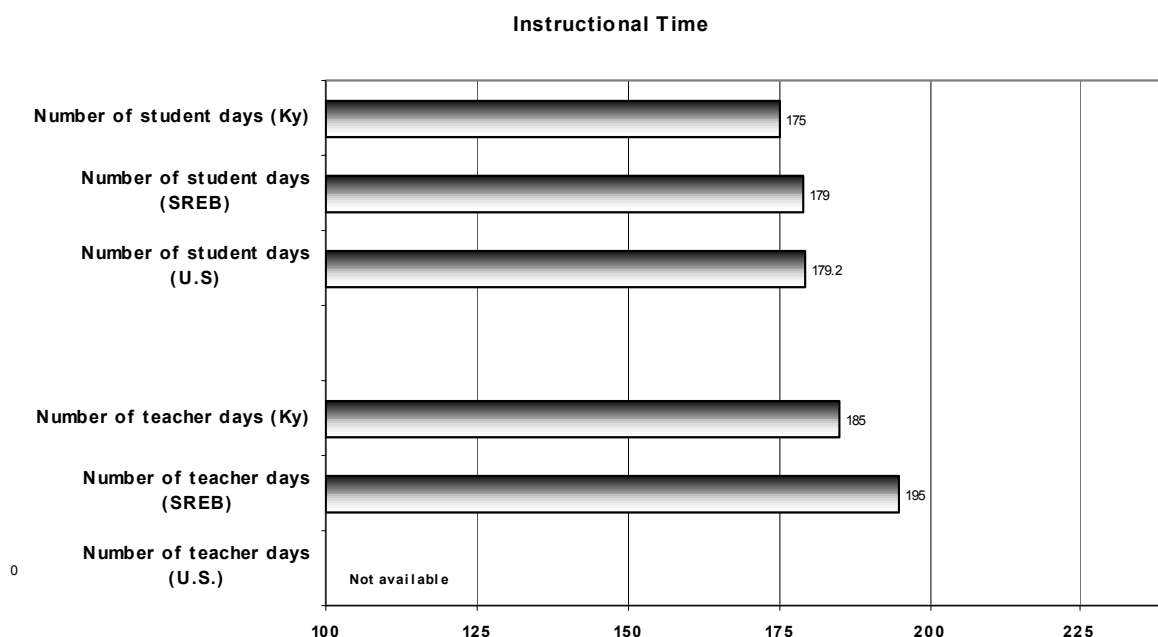
In an effort to encourage schools to think about using their instructional time in the most effective ways to support student learning, the 1994 General Assembly passed a resolution asking the Kentucky Department of Education to promote the idea of year-round school calendars. While not advocating the addition of days to the instructional calendar, this was a step in the right direction as it opened the door for local districts to experiment with their school calendars. Two years later, the Legislature gave school districts flexibility in setting the length of the school year and school days. For the 2002-03 school year, 32 districts have implemented district-wide year-round alternative calendars compared to 21 districts in 1998-99. An additional 24 schools around the state are also on year-round calendars.

An instructional calendar of at least 200 days (over a period of time) should be Kentucky’s goal if it is to continue the progress in education reform begun in 1990 and achieve educational excellence.

It is recommended that the number of instructional days be increased by 5 over the next three years. Additional professional development days will also be recommended if studies show a clear need.

Current Status

Next Steps



Accountability and Assessment

Success

Education reform is meaningless if there is no accountability. The bottom line must be student learning outcomes. Kentucky is among the nation's leaders in the high learning standards that have been established for *all* students. In 1990 the General Assembly (GA) adopted six (6) learning goals that established the foundation for student learning in the Commonwealth. The Council for School Performance Standards defined these goals as 75 learner outcomes and, in 1994, the Kentucky Board of Education (KBE) revised these outcomes and adopted 57 Academic Expectations. The Core Content for Assessment, which provides a listing of those areas to be assessed for accountability, was developed in 1994 and revised in 1999. Areas to be assessed include reading, mathematics, writing, science, practical living, vocational studies, arts and humanities and social studies. These areas are statutory and, in an attempt to expand parental and community involvement, any changes in these must occur through a public process involving parents and community members. To complete this standard setting process, KBE has approved the Program of Studies which sets out the minimal course content of each area included in the assessment.

Kentucky has established rigorous standards for students; standards with the same level of rigor have been established for teachers and school administrators. This has been a successful endeavor; the problem facing Kentuckians is whether we as a body will make the necessary effort to maintain and achieve these high standards.

Not only has Kentucky adopted high learning standards for *all* students the state has also set in place new assessments that measure what students know and can do when compared to these high standards. The Kentucky Instructional Results Information System (KIRIS) was the initial assessment instrument used for school accountability. Due to controversy over this assessment instrument the General Assembly in 1998 directed KBE to develop a new system. Thus, the development of the current system, the Commonwealth Accountability

Current Status



KDE Photo by Rick McComb

Testing System (CATS).

The development of CATS involved more than 6,500 educators. Four legislatively mandated advisory groups monitored the progress. Because of concerns about KIRIS, multiple measures of progress, at multiple grade levels were included in CATS. The California Test of Basic Skills – 5th Edition (CTBS-5) is administered in reading, mathematics and language arts. The Kentucky Core Content Tests, a variety of open-response and multiple-choice questions, were developed to assess the Core Content for Assessment developed in 1994 and 1999. In 1999, KDE adopted the Long-Term Accountability Model which establishes a goal for each school to have the average of all their students reach the proficiency level by 2014. Proficiency by 2014 is the driving force behind all education initiatives at this point in time.

Kentucky students are progressing quite well. Results from KIRIS from 1993 through 1999 indicate progress in all six areas. However, due to the controversial nature of KIRIS many failed to accept these results as true indicators of academic achievement. After the first cycle of CATS testing, there is little doubt that Kentucky students, as a whole, are moving forward. Utilizing an interim accountability index for comparison purposes, substantial gains in achievement are noted in all grade levels and with some consistency in all regions of the Commonwealth. In reading and science, at grades 4 and 8, Kentucky students are above the national average. In mathematics, students are within five points of the national average and in writing at grade eight students are within two points of the national average. Kentucky students are making academic progress!

A key component of school accountability is the school rewards program. Financial rewards are given to schools who meet their established goal and who are considered to be progressing. Different levels of rewards are provided depending on which category a school is in. For the interim accountability cycle in 2000, more than \$22.4 million in reward funds were shared by 711 schools. Once the funds are received by the school district, school-based decision making councils determine how the funds will be expended.

Eliminating the achievement gaps between different groups of students should be the goal. Senate Bill 168 (2000 General Assembly) put in place several mandates that, if properly implemented, should start to reduce or eliminate the achievement gaps. However, considerable attention needs to be focused on this area and it is incumbent on KDE to ensure that this occurs.

Next Steps

School rewards continue to be somewhat controversial. This program is a centerpiece of education reform in the Commonwealth and should remain in place. Schools should be rewarded for achieving a level of excellence and those who work in those schools should be rewarded as well. Any effort to reduce or eliminate this program should be challenged by all

members of the education community.

The full impact of the federal No Child Left Behind (NCLB) legislation will not be felt immediately. However, this legislation is having a tremendous impact already and will impact in a much greater fashion in the coming years. Kentucky has high learning standards for students; those absolutely must remain in place. Standards should not be lowered as a means of meeting the mandates of NCLB. Kentucky must also make every possible effort to take advantage of the flexibility offered states in NCLB. In many instances it appears that KERA might have been the genesis for NCLB. Kentucky took bold steps a decade ago, is at the national forefront in many initiatives. Flexibility is offered in NCLB and if there is benefit to Kentucky students to take advantage of that flexibility the Commonwealth should do so in every instance.



KDE Photos by Rick McComb

Postsecondary Education

A review of education reform in Kentucky is not complete without addressing postsecondary education. In order for the Commonwealth to be a leader in the global knowledge-based economy, it must provide the necessary human capital by strengthening its postsecondary education system. Although the considerable budget increases realized by postsecondary education since 1997 have represented a strong commitment to higher education, they have not been enough to match the investment being made in other states. Thus, although Kentucky continues to make progress it is in jeopardy of falling further behind the rest of the country – severely impeding the Commonwealth's ability to be competitive in the New Economy. Equally important, the postsecondary institutions are responsible for the education of tomorrow's teachers and the quality of Kentucky educators depends in large part on their performance in this area.

The public colleges and universities have made significant gains in enrollment in five years. Between 1990 and 2000 the number of Kentuckians holding a bachelors degree or higher increased by 25%. Since 1998, enrollments in Kentucky's public colleges and universities have increased by over 31,500. Through the Bucks for Brains program the University of Kentucky and University of Louisville have increased the number of endowed chairs from 47 to 137 and the number of endowed professorships from 55 to 175. This investment has not only enhanced the quality of faculty

but contributed to the 41% increase in external research funding awarded to these two institutions. The Kentucky Virtual University (KYVU) was created to make postsecondary education more accessible, efficient and responsive to Kentucky's citizens and businesses. The KYVU more than doubled enrollment between fall 2000 and fall 2001 to over 5,500 students.

Postsecondary education is also becoming more efficient. Since 2000, the public universities have designated 174 academic programs for closure and changed 246 others. In that same time, they have started 61 programs most of them in fields important to Kentucky's ability to compete in the knowledge-based economy.

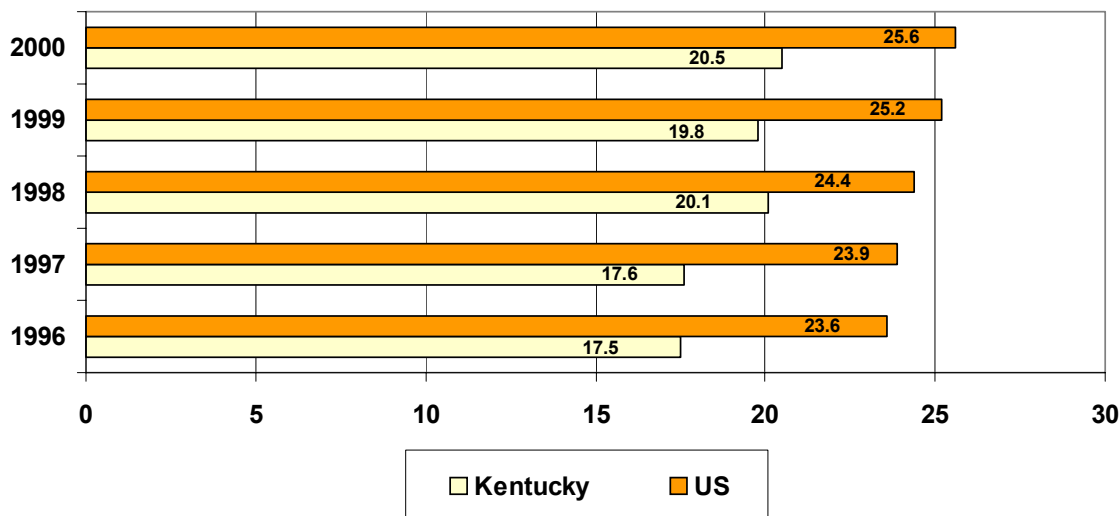
Approximately 2,000 new teachers graduate each year in Kentucky and are certified by the EPSB. There has been much discussion about the effectiveness of the teacher preparation programs in the universities and whether or not they are producing highly qualified teachers with the necessary background in subject-matter and skills required in today's classrooms.

The EPSB surveys teacher interns, and their cooperating teachers as well as first-year teachers and their resource teachers and asks them to rate their preparation program. According to EPSB, a common thread through items surveyed is the teacher's lack of confidence in the preparation to address student's individual needs, especially special needs children. They feel unprepared to identify and properly refer students with social or emotional problems or to develop useful strategies to address the behavioral issues of special needs children included in the regular classroom. Also notable is their lack of confidence in their

Success

Current Status

% Population Aged 25 or Older With Bachelors Degree or Higher



preparation to use technology and multiple data sources and assessments.

In the last two years, public postsecondary institutions have devoted an additional \$4 million in new and reallocated funds to enhance teacher preparation and professional development on their campuses. Campus-wide teams have been assembled to increase quality and access to teacher preparation and professional development involving education and subject content faculty in arts and sciences.

In order to strengthen the overall education system universities must raise the standards for teacher preparation and require future K-12 teachers to graduate with a specific major in arts and sciences. Given the responses on the EPSB survey it would seem that more emphasis should be placed on

Next Steps

technology and its uses as well as understanding individual students' needs. A strong teacher preparation program is essential if the state is to meet its obligations of having a highly qualified teacher in every classroom.

Postsecondary education funding must be maintained – and increased when budgets permit – or Kentucky will lose ground in its effort to raise the standard of living of its citizens. The Bucks for Brains program must be continued so that top researchers and educators can be recruited and retained at the Commonwealth's colleges and universities.

Postsecondary education must be considered as part of a seamless education system across the state and collaborate with P-12 and adult education through a strengthened P-16 Council to ensure that the goals at each level are in line with the overall educational goals set forth through the reforms of the past decade.

For additional information please refer to the following

Council on Postsecondary Education
<http://www.cpe.state.ky.us>
 National Center for Public Policy and Higher Education
<http://measuringup.highereducation.org/2002/stateglance.cfm>

Year	Total Program Completers	Total of Program Completers teaching in Kentucky Schools	Percent of Program Completers teaching in Kentucky Schools
2000-2001	2,330	1,971	85%
2001-2002	1,787	1,586	89%
TOTAL	4,117	3,556	86%

Number of Students Completing Teacher Preparation Programs in Kentucky and percentage of those teaching in Kentucky schools 2000-2002